

INTERNAL

Project Title: Enabling the Implementation of Georgia's Forest Sector Reform (ECO.Georgia)

Project/Activity Number: 20.2275.4-001.00/0204

Title of the assignment: Analytical Report on Energy efficient Public Procurement in Georgia

1. Brief information on the project

Climate change impacts and the demand for fuelwood from rural population put significant pressure on Georgia's forests: up to 90% of rural households (1.43 million people) rely on fuelwood for their energy needs. The problem is exacerbated by the fact that households use obsolete technologies, such as traditional stoves with a lifetime of two years and an efficiency of 35% or less. Fuelwood demand exceeds sustainable harvesting levels, considering reduced productivity of many forests in the country because of extensive forest degradation. This forest degradation leads to a loss of carbon absorption capacity which is projected to decrease by five times between 1990 and 2030.

In order to address this negative development, the project "Enabling the Implementation of Georgia's Forest Sector Reform - ECO.Georgia" supports the Government of Georgia to implement its transformational forest sector reform agenda to put the entire nation's forests under the framework for sustainable forest management (SFM). It will do so by supporting the establishment of a nation-wide SFM system (Component 1) and in parallel promoting market development for energy efficient appliances and alternative fuels (Component 2) to address the main driver of forest degradation. The project will safeguard the reform implementation by diversifying livelihood opportunities and strengthening local self-governance in forest adjoining rural communities (Component 3).

The project is funded by the Green Climate Fund (GCF), the German Federal Ministry for Economic Cooperation and Development (BMZ), and the Swiss Development Cooperation (SDC) with GIZ being the project's accredited entity. The German contribution is part of the wider German support in the priority area "Environmental policy, conservation and sustainable use of natural resources in the South Caucasus", which aims at the sustainable use of natural resources, biodiversity conservation and climate protection, particularly for the benefit of the rural population. Similarly, both the share of renewables in the energy composition as well as the energy efficiency levels will increase.

Especially rural households using firewood as their source of heating energy will benefit from improved air quality and reduced fuelwood demand through eased access to energy efficient stoves. Forest-related small and medium-sized enterprises and their employees will receive support to improve economic efficiency and environmental sustainability of their business activities. Additionally, staff members of relevant public institutions (National Forestry Agency NFA, Department of Environmental Supervision DES, Environmental Information and Education Centre EIEC, Rural Development Agency RDA, State Procurement Agency SPA, municipalities) will receive direct support through human capacity development measures and grant finance.

ECO.Georgia primarily contributes to achieving the SDG 15 (Protect, restore and promote sustainable use of terrestrial ecosystems) of the 2030 Agenda of the UN, but also to achieving SDG 7 (Ensure access to affordable, reliable, sustainable and modern energy for all), SDG 13 (Take urgent action to combat climate change and its impacts), SDG 1

(End poverty in all its forms everywhere), and SDG 5 (Achieve gender equality and empower all women and girls).

The duration of ECO.Georgia is from April 2021 until March 2029.

2. Description of the Assignment

2.1. Context

The Government of Georgia is committed to sustainable development and climate change mitigation, with energy efficiency being a priority in both public and private sectors. This commitment is demonstrated through various policy frameworks and legislative initiatives supporting energy efficiency in public procurement.

The new Public Procurement Law (PPL) has been adopted, incorporating provisions that encourage sustainable procurement practices at the primary legislation level. This is complemented by secondary legislation, specifically the governmental decree on "Approval of the Procedures and Guideline Principles and National Monetary Thresholds to carrying out Energy Efficient Public Procurement," which will come into force in January 2027. The purpose of this decree is to establish rules and conditions for implementing energy efficiency criteria and relevant monetary thresholds in public procurement operations. Following this development, the GiZ/ECO.Georgia supported the State Procurement Agency of Georgia (SPA) in developing the Energy-Efficient Public Procurement (EEPP) guideline¹ in 2023-2024 as part of Component 2 activities. The goal of this initiative is to foster strong demand for energy-efficient (EE) and alternative fuel (AF) products, as well as to support the development and application of EEPP policies.

The State Procurement Agency of Georgia, as the central public procurement authority, establishes procurement policies and oversees governmental procurement procedures. The SPA develops both secondary legislation and "soft law" regulations, including recommendations, guidelines, manuals, user guides, self-teaching aids, and other tools. The agency delivers capacity-building activities to contracting authorities and conducts training sessions, seminars, and workshops for stakeholders. Additionally, the SPA maintains and develops a single electronic platform² for all public procurement transactions in the country. In addition to that, SPA is also functioning as the central purchasing body on behalf of the Government of Georgia.

Currently, the identification and analysis of energy-efficient procurement practices face significant challenges within the existing eco-system. The electronic procurement platform does not provide straightforward mechanisms for identifying procedures that incorporate energy efficiency criteria. The situation is particularly complex when considering the CPV (Common Procurement Vocabulary) codes³ structure.

At this time, there is limited understanding of how contracting authorities implement internationally recognized practices for energy-efficient approaches and what additional steps should be taken to strengthen energy-efficient practices. Such information is essential during the capacity-building and awareness-raising process of procurement practitioners. This information will be considered during the development of future manuals and instructions, guiding contracting authorities when preparing and running EEPP tenders.

Additionally, the information and relevant lessons learned will be shared with line ministries, regulatory commission, and other stakeholders to better customize forthcoming policies.

¹ The bilingual (ENG-GEO) guideline was developed by the DENA – German Energy Agency

² Ge-GP–The Georgian Electronic Government Procurement System:

<https://tenders.procurement.gov.ge/login.php?lang=en>

³ <https://ted.europa.eu/en/simap/cpv>

Therefore, SPA has requested that such information be available beforehand when capacity-building actions or information campaigns are launched as a part of the component 2 of the ECO.Georgia Project.

2.2. Objective(s) of the assignment and work packages/tasks

The objective(s) of the assignment is to develop an analytical report on energy-efficient public procurement in Georgia by identifying and analysing energy efficient procurement practices in Georgia. It also aims to develop recommendations for enhancing energy efficiency in public procurement.

The abovementioned analytical report shall be developed by carrying out the following activities in close cooperation with the SPA:

a) Identify and analyse key public institutions implementing energy efficiency considerations in their procurement practices during 2023-2024, focusing on goods/products and services covered by Government Decree #411⁴.

b) Analyse trends and patterns in public procurement processes, emphasizing EAPP best practices implementation. This should include both successful cases and identified challenges in implementing energy efficiency criteria.

c) Develop comprehensive recommendations for:

- Improving energy efficiency trends in public procurement.
- Enhancing identification and analysis capabilities for energy-efficient procurement through legislative, technological, and procedural improvements.
- Strengthening institutional capacity for implementing energy-efficient procurement practices.
- Adapting the electronic procurement system to better track and analyse energy-efficient procurement practices.

d) Develop concept and agenda for the workshop organized (including inviting the participants) by the SPA.

- Present and discuss key findings of the analytical report and recommendations.
- Share international best practices.
- Facilitate knowledge exchange.
- Gather feedback for future policy development.

The consultant is expected to complete the following tasks:

Work Package 1 (WP1) - Analytical Work:

- Develop a comprehensive analytical report in both Georgian and English. This report should cover all outlined objectives and address the following aspects:
 - A detailed analysis of current energy-efficient public procurement practices.
 - Case studies of successful implementations.
 - Identification of systemic challenges and barriers.
 - Practical recommendations for improvement.

⁴ [სახელმწიფო შესყიდვების სფეროში ენერგოეფექტურობის განხორციელების წესებისა და სახელმძღვანელო პრინციპების, აგრეთვე ენერგოეფექტური სახელმწიფო შესყიდვების განხორციელების მიზნით ეროვნული მონეტარული ზღვრების დამტკიცების შესახებ | სსიპ "საქართველოს საკანონმდებლო მაცნე"](#)

Work Package 2 (WP2) - Workshop Delivery:

- Prepare presentations and any necessary materials for the workshop.
- Facilitate the workshop effectively.
- Document feedback and suggestions.

Work Package 3 (WP3) - Development of Recommendations:

- Prepare a summary report of the workshop, highlighting key discussion points and recommendations.

2.3. Outputs/deliverables

Expected outputs are:

- Output 1 of WP1 – Analytical Report on EEPP in Georgia.
- Output 2 of WP2 –Workshop Materials and Delivery.
- Output 3 of WP3 - Workshop Summary Report.

2.4. Schedule and timeframe

	Deadline	Number of experts	Number of days per expert
Output 1 of WP 1: Analytical report on EEPP in Georgia	Three months after conclusion of the contract	1	40
○ Review and analysis of procurement processes			20
○ Procurement data analysis and case study development			10
○ Report preparation and revisions			10
Output 2 of WP 2: Workshop Delivery	Six months after conclusion of the contract		8
○ Development of workshop concept and agenda			3
○ Preparation of presentation(s) materials.			4
○ Effective facilitation of the workshop			1
Output 3 of WP 3: Workshop Summary Report			2
○ Summary report with key discussion points and recommendations.			
			Total: 50
Workshop cost			
1 Workshop arrangement: up to 50 participants including conference room and meal.			

The distribution of working days may be adjusted based on the actual needs during implementation, while maintaining the total number of expert days.

3. Company and Experts' profiles

Expert 1: Public Procurement Expert

(5.1.1) General qualification: Education: Master's degree in economics.

(5.1.2) Specific qualification: 10 years' working experience in the Georgian public procurement sector, including but not limited to planning, analysis and monitoring of public procurement processes, advising on policies and developing procurement guidelines and recommendations, conducting training & seminars in procurements.

(5.1.3) Regional experience / knowledge of country: public procurement in EU and/or Energy Community contracting⁵ countries.

(5.1.4) Linguistic skills (state language): Business fluency in English and Georgian.

4. Timing and duration

From May to November 2025

5. Place of assignment

Tbilisi, Georgia

6. Reporting

- Reports are to be prepared according to the GIZ template to be provided by the project.
- All documents shall be delivered electronically (text files) in Georgian. The main reports, including the "Analytical report on EEP in Georgia", summary report, and workshop presentation, shall be provided in both Georgian and English.
- The consultant shall report to (Team Leader of C2 of GIZ/ECO.Georgia Project).
- The consultant is expected to coordinate very closely with the State Procurement Agency as well as with (Adviser on Energy Efficient Regulations) of GIZ/ECO.Georgia Project.
- The consultant shall keep a time sheet (8 hours = 1 working day).

7. Other provisions

7.1 Budgeting and payment

Payments will be effected after provision of timesheet for accomplished 50 working days.

Interim payments will be effected after provision of timesheet for accomplished 40 working days and provision of the Output 1 of WP 1 - delivering the "Analytical report on EEP in Georgia" in English and Georgian.

The final payment will be made after the following conditions are met: the timesheet for the 10 working days has been submitted, output 2 of Work Package 2 and output 3 of Work Package 3 have been provided, the facilitation workshop has been conducted effectively, and workshop materials and the workshop summary report has been delivered.

Workshop expenses will be included in the contract and covered by the contractor.

⁵ [Who we are - Energy Community Homepage](#)

7.2 Tender Procedure

Concept

In the tender, the tenderer is required to submit a technical proposal showing how the objectives defined in Chapter 2 are to be achieved.

The technical proposal will be evaluated in accordance with the assessment grid which consists of followings:

(2.1) Concept

- a. interpretation of the objective /assignment (2.1)
- b. implementation method (2.1)
- c. cooperation during the implementation (stakeholders in the implementation, reference projects etc.) (2.1)
- d. a work plan in a visual form (2.1)

Personnel concept

The tenderer is required to provide personnel who are suited to filling the positions described, on the basis of their CVs, the range of tasks involved and the required qualifications.

The CVs of the personnel proposed meeting the requirements below must be submitted using the format specified in the terms and conditions for application. The CVs shall not exceed 4 pages each. They must clearly show the position and job the proposed person held in the reference project and for how long.